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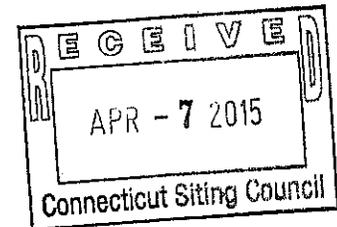
**PLANNING AND ZONING - LAND USE DEPARTMENT**

**CERTIFIED MAIL**

April 6, 2015

Connecticut Siting Council  
c/o Ms. Melanie A. Bachman  
Staff Attorney/Acting Executive Director  
Connecticut Siting Council  
10 Franklin Square  
New Britain, CT 06051

Ms. Jacqueline Gardell  
Project Manager  
Eversource Energy  
56 Prospect Street  
Hartford, CT 06103



Mr. John R. Marissette  
Project Manager Transmission Siting-CT  
Eversource Energy  
56 Prospect Street  
Hartford, CT 06103

RE: The Municipal Consultation Filing submitted by The Connecticut Light and Power Company d/b/a Eversource Energy, pursuant to Connecticut General Statutes 16-50/(e), to afford the Town of Greenwich, Connecticut, a period of review and subsequent recommendation to the Connecticut Siting Council, referenced under PLPZ 2015 00050, for the siting of a new substation and associated underground transmission lines intended to increase electric capacity and strengthen the reliability of the electric power distribution system for the Town on a .94 acre property located at 290 Railroad Avenue in the General Business (GB) Zone.

Dear Members of the Connecticut Siting Council, Ms. Bachman, Ms. Gardell, and Mr. Marissette:

At a regular meeting held on March 24, 2015, the Town of Greenwich Planning and Zoning Commission (hereinafter "the Commission") considered the above referenced Municipal Consultation Filing and took the following action:

Upon a motion to send the following recommendations to the Connecticut Siting Council, pursuant to Connecticut General Statutes 16-50/(e), made by Mrs. Alban and seconded by Mr. Brooks, the following was unanimously adopted (Voting on this item: Messrs Maitland, Brooks, and Macri (for Heller) and Mesdames Alban and Ramer (for Levy)); and

Whereas the Commission held a public hearing on March 10, 2015 and a subsequent Discussion Meeting at a regularly scheduled and noticed meeting of the Planning and Zoning Commission on March 24, 2015 and took all testimony required by law; and

Whereas the proposal is for a new 115-kilovolt ("kV") bulk substation at 290 Railroad Avenue and new underground transmission supply lines (or "circuits") that would extend approximately 2.3 miles from the Cos Cob Substation on Sound Shore Drive to 290 Railroad Avenue, (hereinafter "the Project"); and

Whereas the Connecticut Light and Power Company d/b/a Eversource Energy is proposing the Project to provide immediate load relief to the electric distribution supply system in the Town through the new substation which is near the center of the customer electrical demand (or "load") to avoid overloads on system equipment; and

Whereas the Commission notes that the Municipal Consultation Filing (MCF) was submitted to the Town on February 6, 2015; and

Whereas the Commission notes that the applicant provided the following information to the Town as part of the MCF (see attached):

1. A legal brief prepared by Marianne Barbino Dubuque, Esquire of attorney Carmody Torrance Sandak Hennessey LLP, dated 2/6/15 and accompanying case law
2. A document titled "Location Review for the Proposed Greenwich Substation to be located at 290 Railroad Avenue, Greenwich, CT" prepared by Eversource Energy dated February 2015
3. A document titled "EMF Electric and Magnetic Fields Associated with the Use of Electric Power Questions and Answers", dated June 2002
4. A letter from the State of Connecticut Department of Transportation, dated January 23, 2015
5. Examples of disguising buildings provided to the Architectural Review Committee including 197 Main Street in Bridgeport, CT and 81 Goffe Street in New Haven, CT (see attached photos from goggle street view)
6. Testimony at the March 10, 2015 meeting (transcript attached)
7. A letter to Chairman Heller and Commission members with attachments, dated March 19, 2015, responding to questions raised at the March 10, 2015 meeting
8. Testimony at the March 24, 2015 meeting (transcript attached)
9. A letter to Chairman Heller and Commission members dated March 30, 2015 responding to questions raised at the March 24, 2015 meeting; and

Whereas the Commission notes additional information provided for record including (see attached):

1. Letter of recommendations from the Honorable Peter Tesei, First Selectman for the Town of Greenwich dated March 31, 2015
2. Letter of recommendations from the Inland Wetlands and Watercourses Agency for the Town of Greenwich dated March 27, 2015
3. A letter from the Town Architectural Review Committee, an advisory board to the Planning and Zoning Commission, dated March 5, 2015
4. A staff Report prepared by Katie DeLuca, AICP, Director of Planning and Zoning/Zoning Enforcement Coordinator/Town Planner
5. Documentation included in the Staff Report showing efforts made by utility companies to design substations so that they are in keeping architecturally, with surrounding areas. This includes:
  - a. A Huffington Post article titled "Seven Impressive Buildings That Are Actually Fake" (included in staff report) - [http://www.huffingtonpost.co.uk/homeawaycouk/seven-impressive-buildings-that-are-actually-fake\\_b\\_5124133.html](http://www.huffingtonpost.co.uk/homeawaycouk/seven-impressive-buildings-that-are-actually-fake_b_5124133.html)
  - b. An April 2007 article from Transmission and Distribution World titled, "Anaheim's Park Substation"
6. Lease documents provided by Adam J. Jacobson Executive Vice President, Pet Pantry Warehouse, 290 Railroad Ave including - A copy of the lease between CL&P (Eversource) and the Trust. A lease extension letter dated January 20, 1976, an additional amendment to the lease dated June 26th, 1995.
7. Documentation provided to the Planning and Zoning Office from the community.
8. Newspaper clippings that were published within the MCF period; and

Whereas the Commission understands that the Connecticut Siting Council will be making a determination of need based on their analysis of the record and all applicable laws; and

Whereas the Commission recommends and asks the applicant and the Connecticut Siting Council to consider the following recommendations:

**Recommendation #1: If the Siting Council determines that 290 Railroad Avenue is the appropriate location for the new substation, then it is critical to the community that the site be designed by an architect who considers and strongly respects the prominence of the intersection, the surrounding neighborhood and creates an architectural statement that relates to context, scale and pedestrian use.**

1. The proposed location of the substation is in a very well-traveled commercial corridor of Town, on one of two roads leading into downtown Greenwich and to I-95, and with densely populated residential areas in the immediate proximity on a bus route and is a popular pedestrian route to the MetroNorth Station. The proposal to house the equipment within a concrete panel facade surrounded by an eight-foot high, wrought iron-style fence, is unacceptable given the prominence and impact of this location and the knowledge of what can and has been done in other communities by utility companies across the country. Please see attached aerial photographs (taken 2013) and photographs of the site showing the streetscape (taken March 2015).
2. The Commission appreciates the statement made by Eversource in their March 19, 2015 letter to the Commission that states, "based on comments from the Architectural Review Committee and the Planning and Zoning Commissioners, Eversource has asked its consultants to further evaluate options for the design

of the facade. In its Application to the Connecticut Siting Council (the "Council"), Eversource will propose a preferred design layout and an exterior appearance, that take into account the input from municipal officials, while maintaining technical requirements and containing cost. Municipal input and suggestions that cannot be so accommodated will be noted in our application to the Council." **However**, it should be noted that this issue is of such concern to the Commission and the community that if the design submitted to the Council is not in keeping with this recommendation, the Commission would strongly recommend that the Council require the substation to be located in a less traveled and prominent location such as the Old Track Road property.

3. As stated by the Architectural Review Committee, "Spending millions of dollars on the utilitarian aspects of this project and then claiming budget constraints to create a building that is basically a skin, is inappropriate. This facility will be something that the residents of our Town will pass by thousands of times for generations. Covering the building with brick or stone also should not be out of the budgetary realm of possibility."
4. It should further be noted that this part of Town is an area that is currently undergoing significant re-development efforts and Eversource should complement that effort.
5. Specific recommendations regarding the design of the site include:
  - a. Evaluate pushing the equipment/building back from the road as much as possible to allow landscaping to soften the streetscape and to make it consistent with the properties that share its side of the street.
  - b. Evaluate reducing the size of the building around the equipment. Consider stepping it back at the higher parts of the building so as to reduce the bulk and massing.
  - c. The building adjacent to the site at 330 Railroad Avenue currently owned by Eversource, but for sale, is an attractive building. This building should be used as guidance to the siting of the proposed building at 290 Railroad as well as providing a palate for facade features and details including windows, brick and precast details. Photographs of this building are attached.
  - d. Consider the professional expertise provided to Eversource by the Architectural Review Committee at their March 5, 2015 meeting, and as shown in the above referenced Staff Report to the Commission. This included numerous examples of buildings that while being virtually uninhabited still continued to relate to their location and surroundings. For example, the Architectural Review Committee discussed the New York Telephone switching buildings as examples of buildings that were entirely utilitarian but also well integrated into the streetscape.
  - e. It should be noted that the examples provided by Eversource to the Architectural Review Committee including 197 Main Street in Bridgeport, CT and 81 Goffe Street in New Haven, CT to disguise similar facilities are not a solution that would be desirable at this location.
  - f. Consider re-orienting the building to provide more green space and a landscaped pedestrian streetscape on both streets (Railroad Avenue and Field Point Road). Provide a thoughtful site plan that includes creative surface treatment, materials, and compact planting solutions, that would provide solutions to make this facility more complementary to its neighbors and to the Town.
  - g. It is understood that there are certain safety requirements for lighting that must be met. However, the lighting should be kept to a minimum and motion sensors should be used wherever possible to keep the light source down.

- h. The use of screening and plantings are strongly encouraged particularly behind the fence so that over the course of the years it starts to disappear from the intersection.
- i. Eversource represented that they would consider reducing the overall size of the sidewalk out in the front of the building to be able to do some plantings there. It is not clear what is meant by that when one looks at the plans provided. There is currently a pattern along the roadway that includes a grass strip, a sidewalk and then more green space. Every effort should be made to maintain this pattern.

**Recommendation #2: Location and pre and post-construction considerations for the Transmission Lines**

1. Transmission lines are proposed along Kinsman Lane, which is a short, narrow, dead end street. The applicant should continue to explore with their engineer the possibility of installing the lines closer to I-95, understanding that there are limitations such as rock out-cropping and significant trees. The applicant stated that it could probably locate the line at the edge of the park next to Kinsman Lane but that a row of town trees would have to be removed.
2. It is recommended that any approval include the following conditions:
  - a. Many of proposed transmission line routes have been paved in the last few years. Any roads that have been repaved in the last 5 years should be milled and repaved for the entire road width and for the length of the disturbance.
  - b. There is a possibility of conflicts being created with existing utility lines such as Storm Drain lines, Sanitary Sewer lines, and traffic signal conduits, especially in the area of Arch Street, Railroad Avenue and Field Point Road. A utility coordination meeting should be held with the Town Department of Public Works (DPW) once a final survey is completed.
  - c. The Town has projects planned for many of the areas of the proposed routes over the next couple of years. These projects may be installing new underground utilities or requesting that the utility companies relocate some above ground utilities. Open communication with the Town shall be maintained to coordinate all future improvements.
  - d. All work within Town rights-of-ways will require a Road Opening Permit which is available through the Highway Division of DPW.
  - e. Any Road Closures require Legal Traffic Authority approval, which requires submittal and attendance at a Board of Selectmen meeting. Please plan accordingly.
  - f. All work within Town rights-of-ways requires uniformed police officer traffic control.
  - g. Work in areas of flood zones, wetlands, waterways, need to be permitted through the required agencies.
  - h. Any increases in impervious area are required to meet the requirements of the current version of the Town's Drainage Manual.
2. All appropriate Best Management Practices should be used so as to minimize disturbance and control erosion, particularly with regard to the HDD drilling.
3. Any easements in Town right-of-ways are required to obtain a Municipal Improvement pursuant to Section 99 of the Town of Greenwich Charter. This process involves review by the Board of Selectman who refers the MI to the Planning and Zoning Commission, approval of the MI by the Planning and Zoning Commission, and then approval by the Representative Town Meeting. It is understood that Eversource intends to start this process simultaneously with the submission to the Siting Council.

**Recommendation #3: Additional information that should be provided to the Siting Council as part of the official application filing required under Section 16-50x(d) of the Connecticut General Statutes**

1. The purpose of the Municipal Consultation Filing (MCF) is to solicit public participation at an early stage of the Project so that issues of concern to the public can be identified and addressed in the Project planning process. As represented by Eversource, the MCF presents technical information concerning Project need, the proposed Substation and Substation site, the transmission line route selection process, and potential environmental effects and mitigation measures, including the results of studies that the Company or its consultants have performed to date. The Commission notes that it felt at a disadvantage to adequately comment and provide guidance to the applicant considering that "technical information" such as a survey or detailed site plan showing setbacks, building location, building heights, driveway locations, photometric plans, or noise analysis were not provided. Furthermore, Eversource did not present any real building or landscaping plans, but simply a massing study with gray concrete blank walls and a fence. Eversource had not engaged an architect and represented that the building was a "blank canvas". This provided very little to react to except a mass. Eversource stated that this level of detail is usually only provided at the time of submission to the Siting Council and therefore, the Commission notes that it looks forward to reviewing detailed architectural and engineering plans at that time.
2. One aspect of the submission that was clear however, is that 290 Railroad Avenue is of a size that cannot accommodate the utility and still meet the Town of Greenwich Building Zone Regulations with respect to at least the setbacks. Based on the plan provided, which is not a A-2 survey it appears that the front yard setback is shown as 12' where 50' is required. Information was not provided to accurately determine whether height, allowable floor area, lot and building coverage and site plan standards with respect to vehicular safety and screening requirements are met. The Commission understands that the General Statutes allow the utility to violate these requirements, however the Commission recommends that the Council require the appropriate documentation to determine the extent of the violations and whether they are necessary so that this information can be taken into consideration when determining the viability of this site.
3. There is considerable question regarding the long-term plan and relationship between the proposed substation at 290 Railroad Avenue, the existing facility at 330 Railroad and the facility in Byram. It is strongly recommended that this Project consider the role of each of these facilities and consolidate where possible. For example, logic says if you're closing the Byram facility and you're going to take some of the equipment out of the Prospect Street (330 Railroad Avenue) why can't Prospect simply be shut down or consolidated into one facility? The applicant has stated that 3 transformers are to be moved from Prospect across the street to 290 Railroad Avenue. The Commission notes that Eversource represented this Project is proposed to serve the estimated needs of the Town of Greenwich for the next 30 years. If an investment of \$140,000,000 is made and there is no room for expansion for growth, is this the right location?
4. The question of whether the applicant has the right to use this property in the manner proposed was raised publicly by the subtenant (Adam Jacobson, owner of the Pet Pantry) and the Commission finds that the deeds provided should be carefully reviewed when determining the viability of this property. The documents do not authorize Eversource to do any construction on the site during its lease period which ends in 2021 and its option to buy the property is in 2021.
5. The appropriateness of the site should be carefully considered particularly in the context of other potentially viable locations. For example, what is the cost-benefit to other sites such as vacant land between the railroad tracks and I-95 as well as Old Track Road? What about the State-owned land between the entrance ramp and the railroad tracks on Field Point Road that is currently used by the Town for a Public Works yard? This is a site that is out of view of everyone and everything. It also would make construction of the

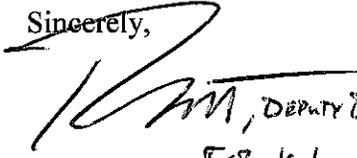
facility simple in comparison to the present site. The building would still need to be built with the same concerns as though it were adjacent to other buildings on Railroad Avenue in the tradition of well detailed public buildings. These locations should be explored and considered against the issues with the proposed site including the adverse impact to the value of the adjacent properties, the desirability of businesses at this location, the impact of rents, the dramatic change to the existing low scale buildings, pedestrian traffic and the overall character of the neighborhood.

**Recommendation #4 – Avoid any intrusion on the Cos Cob Park located at 22 Sound Shore Drive**

1. The Cos Cob Substation abuts the Cos Cob Park located at 22 Sound Shore Drive, which officially opened with a ribbon-cutting ceremony on March 26, 2015. The Park was the former Cos Cob Power Plant site and was a brown field remediated in accordance with the Connecticut Remediation Standard Regulations (RSRs) so as to create a multi-use town park including a synthetic turf athletic field, children's playscape area, two pavilions, a walking trail and off-site improvements to sidewalks. Upland remediation included placement of the earthen cap materials followed by the final cap including park construction, walkway, parking areas, playing field, buildings, and playground area. The redevelopment features included in the application, complete site remediation in accordance with the Connecticut Remediation Standard Regulations (RSRs). The site has Connecticut Department of Energy and Environmental Protection Environmental Land Use Restrictions and deed restrictions under the deed to the town from the State of Connecticut. The Commission is against any redesign that would modify or intrude on the Cos Cob Park such as the movement of the fence to the south. The Town would like to further discuss the request for the easement on the Cos Cob Park. As part of the proposed easement it appears they have proposed a fence which will reduce the useable space of the park site. The Town would like this fence removed. Furthermore, Eversource should explore routing the lines to the north rather than the south. Lastly, the Commission is encouraged by representations made by Eversource that "We have no ability to exercise eminent domain over municipal or State owned property."
2. The Commission notes that the Cos Cob Park was not in the applicant's list of statutory facilities and that Eversource represented they will resolve that in the submission to the Council.

Please do not hesitate to call with any questions.

Sincerely,



FOR Katie DeLuca

Katie DeLuca, AICP  
Director of Planning and Zoning

CC:

Honorable Peter Tesei, First Selectman  
Amy Siebert, Town of Greenwich Commissioner of Public Works  
Joseph Siciliano, Town of Greenwich Director of Parks and Recreation  
Robert Clausi, Town of Greenwich Acting Director of Inland Wetlands and Watercourses Agency  
Denise Savageau, Town of Greenwich Director of Conservation  
James Michel, Town of Greenwich Chief Engineer